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REPORT TO THE SPEAKER

FROM THE

SPEAKER'S COMMISSION ON PAGES

PREPARED BY THE STAFF OF THE

SPEAKER'S COMMISSION ON PAGES

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SPEAKER'S COMMISSION ON PAGES

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LETTER OF TRANSMITTAL

U.S. HOUSE OF REPRESENTATIVES,
SPEAKER'S COMMISSION ON PAGES,
Washington, D.C., August 11, 1982.

The SPEAKER,
U.S. House of Representatives,
Washington, D.C.

DEAR MR. SPEAKER: The Speaker's Commission on Pages, established on July 14, 1982, submits the enclosed volume as its report.

The volume contains the recommendations of the Commission regarding the continuation of the Page program, the age and term of service of Pages, the management of the Page program, the supervised housing and education of the Pages, the eating and recreational facilities for Pages, the health care of the Pages, and standardization of the Page-selection process.

The report is intended to give the Leadership a comprehensive review of certain basic issues which the Commission deems most pressing, together with recommendations related thereto.

It should be emphasized that the Commission did not attempt to address any of the matters which are currently the subject of inquiry by the Committee on Standards of Official Conduct.

The Commission recognizes that there are many details yet to be resolved in implementing its recommendations. The Commission urges close coordination with the Senate in this regard. Steps should be taken immediately to begin the process of providing a much improved Page system for the Congress, the Pages, and our Nation.

Sincerely,

BILL ALEXANDER, *Chairman.*

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I. The Work of the Commission

ORGANIZATION OF THE COMMISSION

The Speaker of the House, together with the Minority Leader, established this Commission on July 14, 1982, "to study the Page system of the U.S. House of Representatives with instructions to report recommendations as soon as possible."

The purpose of the Commission was to review the Page system, in all its aspects including whether it should be continued, the need for supervised housing or improved education.

Those appointed to serve as Commissioners were: Bill Alexander (D-Ark), Chairman; John T. Myers (R-Ind); James T. Molloy, Doorkeeper; Joel Jankowsky, Esq. (Former Assistant to Speaker Carl Albert); and Charles E. Wiggins, Esq. (Former Member of Congress from California).

The Commission gave serious consideration to alternative means of providing those services presently provided to the Congress by the Pages and to the modifications which would be required should a form of the Page system be retained.

The Commission's work in no way duplicated the present inquiry of the Committee on Standards of Official Conduct.

In its deliberations, the Commission weighed and balanced the services performed to the Congress and any value that was received by the individuals who performed those services. Further, attention was given to the contribution to the nation which could be derived from certain of the various proposed alternatives.

The Commission recognized that several of the alternatives presented had significant supporting arguments, particularly the proposal to use college-age Pages. However, the recommendations adopted those proposals which had the broadest support within the Commission.

SUMMARY OF THE COMMISSION'S ACTIVITIES

The Commission's Chairman announced the beginning of the work of the Commission on the floor of the House on July 20, 1982 and invited all Members to submit their views on the question of whether the Page system should be continued.

On Wednesday, July 21, 1982, the Commission convened in a meeting at 10:00 A.M. Following remarks by the Chairman and Commissioners, testimony was heard from Dr. Roger Davidson of the Congressional Research Service, Hon. Bill Emerson (R-Mo), Hon. John Dingell (D-Mich), Jim Oliver (Minority Page Overseer), Sen. Christopher J. Dodd (D-Conn), Donnald Anderson (Majority Cloakroom Manager), Jack Russ (Deputy Doorkeeper), Hon. Paul Simon (D-Ill), and Hon. Joseph Minish (D-NJ).

The specific concerns of education and housing were addressed in the Commission's meeting held on Thursday, July 22, 1982. Statements were taken on that day from William Ensign (Assistant Architect of the Capitol), William Hildenbrand (Secretary of the Senate), Hon. Bobbi Fiedler (R-Cal), John Hoffman (Principal of the Capitol Page School), Dr. Alexander Gottesman (Former Professor of Education, The American University, Washington, D.C.), and Mrs. Phyllis Blaunstein (Executive Director, National Association of State Boards of Education).

The Commission also met informally with Pages on July 20 and again on July 22, 1982. These meetings provided an opportunity for the Commissioners to hear the opinions of the Pages concerning both the Page system as it has existed and those modifications that would be considered necessary should the Page system be continued.

Additional meetings were held for the purpose of taking testimony from witnesses. On Tuesday July 27, 1982, Mrs. Janice Padden, the mother of a former Page, presented her evaluation of her daughter's experience as a Page. Dr. Freeman Cary, Attending Physician to the Congress, testified on Wednesday, July 28, concerning the nature and adequacy of the health care services available to the Pages. Timothy Harroun (Manager, Republican Cloakroom) also appeared before the Commission on July 27 to present his concerns and observations on the system.

Hon. Lynn Martin (R-Ill) and Hon. Caldwell Butler (R-Va) testified in a meeting on Wednesday, August 4, 1982.

In addition to the testimony which the Commission received in its meetings, numerous letters from other Members of Congress, former Pages, and other concerned Americans were received and carefully considered.

The Congressional Research Service provided the Commission with statements of Members concerning the Page system that have appeared in the *Congressional Record* since 1942, a history of the Page system, and a review of all legislation introduced in the House during the past four decades. All of these materials were carefully reviewed.

All proposed housing sites for the Pages which are presently owned by the Congress were visited by the Commissioners and the Assistant Architect of the Capitol on Tuesday July 27, 1982. Following the tour of the proposed housing sites, the Commissioners inspected the Capitol Page School facilities located in the Library of Congress.

While the Commission's data gathering and analytical work extended over a relatively short period, the Commission did examine a broad range of solutions to those areas which were identified as demanding the immediate attention of the Congress. Most of the issues raised in the course of this study have been addressed in detail in prior documents such as the *Report of the Select Committee on the Welfare and Education of Congressional Pages* (1965), the *Legislative Reorganization Act of 1970*, and the *Report of the Subcommittee on Elementary, Secondary, and Vocational Education of the Committee of Education and Labor* (1976). These materials were also studied by the Commission.

II. Transitional Considerations

The Commission recognizes that there may be various transitional problems in implementing the recommendations in this report. For example, it will not be possible to implement fully the "Junior Year only" recommendation beginning in the 1982 school year because of certain commitments previously made to prospective Senior Pages. Accordingly, some adjustments must be made in order to accommodate these special cases.

III. Statement of the Commission's Recommendations

THE PAGE SYSTEM

The Commission agrees that a Page service is essential to the efficient functioning of Congress, and that service as a Page is a uniquely valuable experience to those selected.

The Commission finds that the Pages have performed this service admirably, but under conditions which need improvement. It therefore recommends that an in-house program with high school students be continued which incorporates the modifications contained in this report.[1]

AGE AND TERM OF PAGE SERVICE

The Commission recommends that the Pages be in their junior year of high school and be at least sixteen (16) years of age. A Page would serve for a maximum of one (1) term.

Further, the Commission recommends that the Page program be divided into three (3) terms with these approximate durations: a Fall Term from August 15 until January 15; a Spring Term from January 16 until June 15; and a Summer Program from June 1 until August 31.

The junior-year requirement should not be applicable to the Summer Program. However, candidates for the Summer Program must be high-school students.

MANAGEMENT OF THE PAGE PROGRAM

The Commission recommends that responsibility for the administration of the Page program be centralized in a Page Board, established by statute, and consisting of the Speaker, the Majority Leader, and the Minority Leader.

It is recommended further that the Page Board: (1) delegate the operational authority for the Page program to the Doorkeeper of the

[1] The Commission deliberated at length the basic question of whether or not to continue the Page program with high school students. In its deliberations, the Commission attempted to weigh and balance the value of the services performed to the Congress and the value that is received by the individuals who perform those services. Consideration was also given to the benefits to the Nation of the various alternatives.

A significant case was made that the current criticism of the Page program developed largely because of the employment of high-school age Pages, away from home for extended periods. It was argued that by using older Pages, the problems of supervision, housing, and education could be eliminated. The Commission was attracted by this alternative. On the other hand, it was argued that while the use of older Pages may have resolved some of the problems associated with the current program, it might create others. The resolution of this close question was that, on balance, an improved Page System for high school students was preferable to the other alternatives considered. Not all Commission members join in this recommendation. Mr. Wiggins believes that Pages should not be selected from high-school students.

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House, or to any other such Official of the House or Committee of the House as is appropriate; (2) appoint an Advisory Committee to assist the Board in the exercise of its responsibilities; and (3) develop a comprehensive "Code of Conduct" for all Pages.

SUPERVISED HOUSING OF THE PAGES

The Commission recommends that housing for the Pages be centralized in existing facilities owned by the Congress and that a reasonable rental fee be charged for the use of such facilities.

Except pursuant to specific regulations promulgated by the Page Board, Pages shall live in the housing facility provided by Congress, and such housing facility shall be for their exclusive use.

Because of its proximity to the Capitol and its immediate availability, the Commission recommends a portion of the House Office Building Annex No. 1 be utilized for this purpose.

For both safety and fiscal reasons, the Commission further recommends that the second and third floors of House Office Building Annex No. 1 be renovated and made immediately available for residential use by the Pages. Although the Commission understands that House Office Building Annex No. 1 can be available in September, 1982, the Page Board, in conjunction with the House Office Building Commission, should develop a contingency plan should the House Office Building Annex No. 1 not be ready as anticipated. The Commission also recommends that adequate "common" space be made available for Page use on the first floor of the House Office Building Annex No. 1.

The Commission recommends that supervision should be provided by resident counsellors and security provided by the U.S. Capitol Police.

The recommended housing proposal solves the problem of centralized, supervised housing for the foreseeable future. However, should the housing of the Pages at the recommended site become no longer feasible, the Commission recommends that the Page Board ensure that a centralized housing facility be continually maintained Two of the options which could be utilized in the future are either the inclusion of housing facilities for the Pages in any new House Office Building or the construction of a facility, through either private or public funding, on the property owned by the House which is bounded by Second, Third, "D", and "E" Streets, S.E.

EDUCATION OF THE PAGES

The Commission recommends that the Page Board upgrade the Page School program.

The goal of the educational program for Pages should be to provide an innovative, alternative curriculum in American Studies for junior-year students closely coordinated with the Page's sending school. Such program should incorporate the Page's work experience and the unique resources available in the Capital area. The Commission urges that this program be operational by the Spring Term, 1983.

The Commission further recommends that the contract with the District of Columbia School Board which expires on August 31, 1982, be temporarily renewed on a short-term basis and that legislation be

introduced to delete the requirement of existing law that the Page School admit all other minor-age employees of Congress.

EATING AND RECREATIONAL FACILITIES FOR THE PAGES

The Commission recommends to the Committee on House Administration that it give special attention to the needs of Pages for cafeteria facilities on week nights and during recesses of the House. The Commission further recommends that limited eating facilities be made available to the Pages in the "common" space of their residence building.

The Commission further recommends that, in addition to the recreational opportunities provided by a "common" space, the Page Board should study means of providing minimal recreational facilities for the Pages.

HEALTH CARE OF THE PAGES

The Commission recommends that the Page Board address the adequacy of the health care of the Pages. This should include health insurance coverage, proper maintenance of health records, and prompt access to outside emergency care.

STANDARDIZATION OF THE PAGE-SELECTION PROCEDURE

The Commission does not recommend that the general selection procedure presently used by the Personnel Committees be changed. However, the Commission recommends that the selection criteria be reasonably standardized, with specific attention given to required grade-average, personal recommendations, and certified health condition.

The Commission also recommends that the Page Board should take steps to prohibit employees of Members and Committees from serving in the Page system.

IV. Statement of the Rationales for the Recommendations

THE NATURE AND VALUE OF THE PAGE SYSTEM

Issues

The Commission considered whether or not a Page system should be continued, and, if so, what type of Page service best benefits both Congress and its Pages.

Alternatives

Four alternatives for the providing of "Pages services" were considered by the Commission: maintaining some form of the present system; assigning the services to augmented staffs of House Members, Officers, and Committees; contracting for the performance of messenger services with outside firms; or a combination of these alternatives.

Analysis

Page duties were identified as a combination of messenger and House Floor management responsibilities, including: serving as

messengers between the House Floor and Member and Committee offices; distributing legislation on the House Floor; assembling necessary documents for House Floor distribution; and operating the vote notification system for Members.

The Commission, following extensive discussion of the nature of the duties presently performed by the Pages, unanimously decided that such services were necessary to the efficient operation of the Congress. It then addressed the alternative means of providing these services.

The Commission found that the present system of employing Pages to serve Congress has worked satisfactorily for nearly 200 years. Moreover, the Commission found through its discussions with present and former Pages that service as a Page is a unique and valuable experience. Testimony and other evidence furnished the Commission, however, overwhelmingly advocated that if the present system were retained immediate and substantial changes would be necessary.

While the augmenting of existing staffs of the House with adult employees eliminates current problems related to the educating and supervised housing of high-school age employees, cost estimates submitted to the Commission indicate that there would be no substantial cost savings. Further, serious problems could arise concerning the coordination and management of what would be a more decentralized and potentially less efficient system.

Contracting with outside firms for messenger services was also considered. However, in addition to the dramatic increase in cost, this option also presents serious personnel problems due to the irregular schedule of the Congress and the security requirements of many of the duties.

Recommendation

The Commission agrees that a page service is essential to the efficient functioning of Congress, and that service as a Page is a uniquely valuable experience to those selected.

The Commission finds that the Pages have performed this service admirably, but under conditions which need improvement. It therefore recommends that an in-house program with high-school students be continued which incorporates the modifications contained in this report.

AGE AND TERM OF PAGE SERVICE

Issues

The Commission addressed this area of the study with concern for the moral and legal responsibilities of the Congress, for the restraints on both age and term of service necessary for the conduct of an appropriate educational program, and for the relationship of the Page's maturity to his or her effectiveness.

Alternatives

Three alternatives for the appropriate age of Pages were considered by the Commission: the employment of senior citizens or retired military personnel; the substitution of college-age students or high school graduates; and the retention of high-school age students as Pages.

Terms of service proposed to the Commission were: a longer than one-year term; a one-year term; a six-month term; a three-month term; and a tri-mester arrangement.

Analysis

In analyzing the alternatives for the appropriate age of Pages, the Commission focused its primary attention on the efficient performance of the specified duties. It also, however, considered the potential benefits to those who perform the tasks.

It was recommended to the Commission that senior citizens or retired military personnel serve as Pages. The Commission found that the sometimes strenuous duties, the routine nature of the work, and the often irregular hours appear to make messenger duties inappropriate to the age and experience of these individuals. The Commission also noted that senior citizens and retired military personnel have other opportunities to be of service to the Nation and their home communities. Thus, unlike high school students, this Page service is not a unique experience to these groups.

Perhaps the most attractive alternative considered by the Commission was the substitution of college-age students or high-school graduates for the present high-school age students.

The use of college-age students would minimize the supervisory responsibilities of Congress and could provide Congress with more mature individuals who could benefit greatly from the experience and could, perhaps, combine their work with their freshman-year college program.

It may be argued, however, that this alternative duplicates the opportunities already available to college-age students through the Lyndon Baines Johnson Internship Program while eliminating the only program for service to the Congress available to the high-school age population of the United States.

Further, serious questions were raised concerning the level of enthusiasm and dedication which could be expected of college-age students performing Page duties. It was suggested that college-age students are attracted to more substantive and issue-related work, and that this orientation might result in difficulties in supervising them and lessening of enthusiasm for their work as Pages.

The majority of witnesses before the Commission stressed that the high-school age Page has served the Congress in an admirable way for nearly two hundred years, during which time few serious problems have arisen. Although it is true that the majority of the tasks performed by the Pages are non-substantive in nature, it is also true that the high-school age Pages have traditionally performed those tasks with diligence and enthusiasm in complete cooperation with those assigned to supervise their work.

It has been noted that this program, one of very few in the entire nation for this age group, has the potential of serving as a means of developing future leadership for the nation by awakening in the high school student an interest in public service. There is a potential for the realization of an additional value to the nation if the Page program were so designed as to ensure that the experience of those who are selected to participate is shared with the young people in their home communities following the completion of their term of service.

The Commission considered the term of Page service and its relationship to the educational needs of high-school students serving as Pages. The Commission determined that the appropppriate term of service was one semester in the junior year for the following reasons:

(1) a single semester causes the least disruption to the Pages' regular education in their home school; (2) the maximum personal benefit to the student may be achieved in one semester; (3) less than one semester for a Page term of service would create difficulties in fashioning a curriculum; and (4) a short term of service will enable a greater number of people to have the experience of Page service.

The Commission therefore concluded that a Page should be at least a high school junior (minimum age of sixteen years), that any educational program should be limited to one academic year, and that no term of service should exceed five months.

Recommendation

The Commission recommends that the Pages be in their junior year of high school and be at least sixteen (16) years of age. A Page would serve for a maximum of one (1) term

Further, the Commission recommends that the Page program be divided into three (3) terms with these approximate durations: a Fall Term from August 15 until January 15; a Spring Term from January 16 until June 15; and a Summer Program from June 1 until August 31.

The junior-year requirement should not be applicable to the Summer Program. However, candidates for the Summer Program must be high-school students.

MANAGEMENT OF THE PAGE PROGRAM

Issues

The Commission determined that the primary management issue with the Page program is the centralization of Congress' responsibility for the program.

Alternatives

The gravity of the issue admits of no alternative other than the establishment of a body of the Congress which will assume, by statute, responsibility for the now fragmented management of the Page program.

Analysis

While the divided on-the-job management by Officers of the two Houses of Congress is unavoidable, the excessive dispersion of responsibility for the House Pages among many offices and committees is unacceptable. The Commission believes that more focused responsibility is an absolute requirement.

Any such board established by statute should retain the ultimate responsibility for the system, but could delegate operational authority.

Legislative proposals for centralized management in a Page Board consisting of various House and Senate officials have been introduced by Congressmen Annunzio and Simon (H.R. 6729), Congressman Minish (H.R. 6762), and Congressman Whitehurst (H.R. 6806). While the Commission supports the concept, the Commission would vest authority in a Page Board consisting of the Leadership of the House.

Recommendation

The Commission recommends that responsibility for the administration of the Page program be centralized in a Page Board, established by statute, consisting of the Speaker, the Majority Leader, and the Minority Leader.

It is recommended further that the Page Board: (1) delegate the operational authority for the Page program to the Doorkeeper of the House, or to any other such Official of the House or Committee of the House as is appropriate; (2) appoint an Advisory Committee to assist the Board in the exercise of its responsibilities; and (3) develop a comprehensive "Code of Conduct" for all Pages.

SUPERVISED HOUSING OF THE PAGES

Issues

The Commission was particularly concerned with the issue of centralized housing. In studying this issue, it addressed the factors of security, cost, and adequacy.

Alternatives

The Commission reviewed the feasibility of the following possible housing facilities: privately owned rooming houses; privately owned apartment houses; hotel facilities; university campus housing; military bases; existing facilities owned by Congress; and new permanent facilities.

Analysis

The Commission agreed with the proposition put forth by several witnesses for permanent centralized housing for Pages, but determined that the option of building a permanent Page dormitory on the property owned by the House which is bounded by Second, Third, "D", and "E" Streets, S.E., was not a fiscally possible alternative at this time.

Moreover, the Commission determined that the use of privately owned rooming houses and privately owned apartment houses was not appropriate because none are in sufficiently close proximity to the Capitol, adequate in size, or provide the satisfactory degree of security, safety, and centralization at a reasonable cost.

Consideration of the factors of cost and difficulty of supervision also caused the Commission to reject the use of hotel facilities for the housing of the Pages.

The Commission received written proposals for housing of the Pages from Georgetown University and American University. In addition, the Commission considered the possible use of military facilities such as Andrews Air Force Base, Bolling Air Force Base, Fort McNair, and Fort Myers. The formidable difficulty of transportation, however, was the principal cause for the Commission to rule out such alternatives.

On Tuesday, July 27, 1982, the Commissioners and the Assistant Architect of the Capitol toured the two facilities presently owned by the Congress and available for use as Page residences: The Capitol Hill Apartments located at 128 "C" Street, N.E., and the House Office Building Annex No. 1 located at New Jersey Avenue and "C" Street, S.E.

Conversion of either of these facilities into apartments for the Pages was deemed by the Commission to be preferable to building a new facility because of the cost involved. It was estimated by the Assistant Architect of the Capitol, Mr. William Ensign, that construction of a building to house the Pages would cost approximately $7.5 million. In comparison, the cost of converting the Capitol Hill

Apartments would be approximately $290,000 and the conversion of House Office Building Annex No. 1 would be approximately $325,000. Any cost involved in converting this Congressional office space into housing for the Pages would be offset by the rent received from the Pages.

In the Commission's estimation, both facilities were suitable on the basis of cost, proximity to the Capitol, security, and adequacy of space. The Commission determined that, on balance, House Office Building Annex No. 1 was preferable because of its availability for immediate occupancy in September of 1982. Testimony from Mr. Ensign, Assistant Architect of the Capitol, indicated that The Capitol Hill Apartments, located on the Senate side of the Capitol, could not be ready for occupancy until at least the late Spring of 1983. In testimony before the Commission, Mr. William Hildenbrand, Secretary of the Senate, stated that the Senate Office Building Commission had also determined that House Office Building Annex No. 1 was the preferable facility.

From the Commission's tour of House Office Building Annex No. 1, it appeared that the second and third floors of this building would be more appropriate for a Page residence. The second and third floors afford easy access, eliminating a dependence on the two existing elevators. Cost considerations also make the second and third floors more attractive. According to the Office of the Architect of the Capitol, the necessary fire escapes which must be constructed will cost $50,000 less if built for the second and third floors rather than the seventh and eighth floors.

In order to make the supervision of the centralized housing more manageable, the Commission decided that the residential facilities provided for the Pages was to be solely for the use of employees of the Page system. Further. the Commission recommended that the Page Board establish specific restrictions on visitation privileges in the residence, and requirements mandating that Pages live in the facilities provided by Congress, unless specifically excepted.

The Commission refers to the Page Board for its consideration the proposal of the Singer Education Division for management of the Page residential facility.

Recommendation

The Commission recommends that housing for the Pages be centralized in existing facilities owned by the Congress and that a reasonable rental fee be charged for the use of such facilities.

Except pursuant to specific regulations promulgated by the Page Board. Pages shall live in the housing facility provided by Congress, and such housing facility shall be for their exclusive use.

Because of its proximity to the Capitol and its immediate availability, the Commission recommends a portion of the House Office Building Annex No. 1 be utilized for this purpose.

For both safety and fiscal reasons, the Commission further recommends that the second and third floors of House Office Building Annex No. 1 be renovated and made immediately available for residential use by the Pages. Although the Commission understands that House Office Building Annex No. 1 can be available in September, 1982, the Page

Board, in conjunction with the House Office Building Commission, should develop a contingency plan should the House Office Building Annex No. 1 not be ready as anticipated. The Commission also recommends that adequate "common" space be made available for Page use on the first floor of the House Office Building Annex No. 1.

The Commission recommends that supervision should be provided by resident counsellors and security provided by the U.S. Capitol Police.

The recommended housing proposal solves the problem of centralized, supervised housing for the foreseeable future. However, should, at some time, the housing of the Pages at the recommended site become no longer feasible, the Commission recommends that the Page Board ensure that a centralized housing facility be continually maintained. Two of the options which could be utilized in the future are either the inclusion of housing facilities for the Pages in any new House Office Building or the construction of a facility, through either private or public funding, on the property owned by the House which is bounded by Second, Third, "D", and "E" Streets, S.E.

EDUCATION OF THE PAGES

Issues

The Commission considered the adequacy and appropriateness of the Page School's facilities, curriculum, and scheduling.

Alternatives

Insofar as the recommended maximum term of service for a Page in the Fall and Spring Term is limited to no more than one semester of his or her junior year, the alternatives available are the following: the offering of a traditional junior-year curriculum; the substitution of an innovative American Studies Program serving as the basis of a redesigned curriculum; or substitution of an Independent Study Program based in the Pages' sending schools.

Analysis

Every witness, including the Pages, with whom the Commission met, spoke of deficiencies in the Page School. The Commission, in its concern that the Page service be beneficial to the Pages as well as to the Congress, considered what reforms in the Pages' education could make it more worthwhile.

Several witnesses pointed out that the Pages' work experience is not integrated with their learning experience. These witnesses argued that the Page curriculum should be based on an American Studies Program, taking advantage of the unique opportunities available in the capital and the unique resource persons Congress can provide.

The force of the arguments heard by the Commission for a truly innovative curriculum resulted in the Commission's recommendation for a redesign of the curriculum, emphasizing American Studies. The Commission refers to the Page Board the proposal of the Close-Up Foundation to be of assistance in this project.

Such a redesign of the curriculum cannot be accomplished immediately. For this reason, the Commission concluded that interim measures should be taken, such as a temporary renewal of the Congresses' contract with the District of Columbia School Board.

The Commission was concerned whether or not an alternative, innovative curriculum, if substituted for a traditional educational struc-

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ture, would be accepted as satisfying state course requirements. Both Dr. Gottesman, Former Professor of Education, The American University, and Mrs. Blaunstein, Executive Director, National Association of State Boards of Education, assured the Commission that this would not be a problem.

The Commission rejected the proposal of an Independent Studies Program supervised by the sending school. The Commission determined that this approach was not suitable for terms of service that would extend over an entire semester.

Part of the Commission's rationale for recommending that a Page's term of service be limited to the junior year was that the scope of the required curriculum could be reduced to a more manageable level and thus enable the quality of the educational offerings to be greatly improved both in content and in format. For this reason and in order that the intent of the Commission's recommendations might be achieved, the Commission determined that it is necessary to amend the existing law which permits all minor-age employees of the House to attend the Page School.

The present educational system, which requires faculty to staff a four-year program, was budgeted at $244,000 in Fiscal Year 1982 according to the Page School. Of this figure, $230,560 was for personnel funding. The development of an alternative program, limited to the junior year and incorporating non-traditional scheduling, could reduce the personnel requirements and thus could lower the educational costs substantially.

Recommendation

The Commission recommends that the Page Board upgrade the Page School program.

The goal of the educational programs for Pages should be to provide an innovative, alternative curriculum in American Studies for junior-year students, closely coordinated with the Page's sending school. Such program should incorporate the Pages' work experience and the unique resources available in the capital area. The Commission urges that this program be operational by the Spring Term, 1983.

The Commission further recommends that the contract with the District of Columbia School Board which expires on August 31, 1982 be temporarily renewed on a short-term basis and that legislation be introduced to delete the requirement of existing law that the Page School admit all other minor-age employees of Congress.

EATING AND RECREATIONAL FACILITIES FOR THE PAGES

Issues

The Commission considered the need of Pages for cafeteria facilities on week nights and during recesses of the House. Further, attention was given to the needs of the Pages for additional recreational opportunities near their residence.

Analysis

The Commission noted that while cafeteria facilities are available during working hours, there is a need to make eating facilities available to the Pages on week nights, weekends, and during recesses of the House.

The following are possible alternative solutions: equipping the page residence with cafeteria facilities; contracting with a catering service;

arranging for the availability of the cafeteria facilities presently operated by the House; and/or making limited eating facilities available to the Pages in the "common" space of their residence building.

Mr. William Ensign, Assistant Architect of the Capitol, informed the Commission that the building recommended by the Commission for the Page residence is not equipped for housing cafeteria facilities. The Commission finds the costs of the major renovation which would be required to install cafeteria facilities to be prohibitive.

Further, the Commission finds unacceptable both the cost and logistical demands of catering Page meals.

The Commission agrees that the most feasible solution is that of making available the present cafeteria facilities of the House.

The recommended "common room" in the Page residence will provide for the basic recreational needs of the Pages. However, the Commission remains concerned that the opportunity for exercise be made available. An example of additional facilities would be the adaptation of part of the parking lot adjacent to the proposed Page residence for "after-hours" basketball and volleyball.

Recommendations

The Commission recommends to the Committee on House Administration that it give special attention to the needs of Pages for cafeteria facilities on week nights and during recesses of the House. The Commission further recommends that limited eating facilities be made available to the Pages in the "common" space of their residence building.

The Commission further recommends that, in addition to the recreational opportunities provided by "common" space, the Page Board should study means of providing minimal recreational facilities for the Pages.

HEALTH CARE OF THE PAGES

Issues

The Commission considered the adequacy of health care to the Pages.

Analysis

The Commission heard testimony from the Attending Physician to the Congress, Dr. Freeman Cary, concerning the health services his office provides the Pages. The Commission learned that Dr. Cary's office routinely attempts to obtain the Pages' medical histories and authorization forms from the parents of the Pages.

From the testimony of Dr. Cary, and of Timothy Harroun, Manager of the Republican Cloakroom, it appeared that one troublesome aspect of the Pages' health care occurred in admitting Pages to area hospitals for emergency treatment.

Mr. Harroun indicated that the question of health insurance often caused the most difficulty in obtaining emergency care for the Pages. Dr. Cary stated that some Pages subscribe to the voluntary health insurance that Congress makes available, while others rely on their family's medical insurance. The Commission is troubled by the lack of a comprehensive system to deal with the health care problems confronting Pages and recommends a regularized procedure for addressing this problem.

Recommendations

The Commission recommends that the Page Board address the adequacy of the health care of the Pages. This review should include health insurance coverage, proper maintenance of health records, and prompt access to outside emergency care.

STANDARDIZATION OF THE PAGE-SELECTION PROCEDURE

Issues

The Commission considered the procedures and criteria for the selection of Pages. The Commission also considered the issue of Clerk-hire and Committee employees acting as Pages.

Analysis

The Commission recognized that the standardization of the selection procedures is necessary. The Commission did not hear objections to the present procedure for the selection of Pages, and, in the absence of such objections, had no cause for recommending change.

The Commission agreed, however, that the possibility exists for the standardization of the procedures in the following areas: because the academic program can be designed to ensure maximum benefit to all of the Pages only if certain minimal academic requirements are established and enforced, the Commission recommended that a minimum grade average be required; because the effectiveness of the supervision of the Pages depends upon their maturity and sense of responsibility, the Commission recommended that the sponsors of Pages consider such traits when nominating Pages; further, in order that the suitability of Pages for employment and the adequacy of their health care be assured, the Commission recommended that Page-candidates be required, as part of the selection process, to provide a completed standardized physical examination form and medical history form.

It was brought to the Commission's attention that, on occasion, employees on Members' and Committees' payrolls have participated in the Page program. The Commission recommended that the Page Board prohibit this practice for reasons of supervision and control.

Recommendations

The Commission does not recommend that the general selection procedure presently used by the Personnel Committees be changed. However, the Commission recommends that the selection criteria be reasonably standardized, with specific attention given to required grade-average, personal recommendations, and certified health condition.

The Commission also recommends that the Page Board should take steps to prohibit employees of Members and Committees from serving in the Page system.

V. Concluding Statement

The Commission notes that two of its recommendations will require legislation: the creation of the Page Board; and the elimination of the requirement of the Page School to admit all minor-age employees of Congress.

The Commission feels strongly that all of the recommendations made in this report are necessary and require immediate action by the Congress.

APPENDIX 1

Report No. 81-256 GOV

PAGES OF THE UNITED STATES CONGRESS

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CRS

CONGRESSIONAL RESEARCH SERVICE

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The Congressional Research Service works exclusively for the Congress, conducting research, analyzing legislation, and providing information at the request of committees, Members, and their staffs.

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ABSTRACT

Since the early Congresses, messengers--now known as pages--have been employed to assist Members in performing their duties. Today, their number has risen to some 100. This report provides historical and up-to-date information about these congressional employees.

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PAGES OF THE UNITED STATES CONGRESS

INTRODUCTION

Serving the Members of the United States Congress is a force of young patronage appointees called "pages." The term "page" is of Middle English origin; and according to the Oxford English Dictionary, the term dates from the fifteenth century when it meant a youth employed as a personal attendant to a person of rank. In the sixteenth century the term also applied to a boy or lad employed as a servant or attendant.

Pages have been employed since the early Congresses. Today, they include both males and females, range in age from 14 to 18, and the number appointed at any one time varies throughout the year.

Pages are not unique to Congress or to the United States. For example, a majority of State legislatures and some foreign legislative assemblies employ messengers similar to the congressional pages. In the States, these individuals are high school or college students of both sexes whose duties are similar to their congressional counterparts.

In Great Britain, men who have retired from military service perform messenger services for both Houses of Parliament. They are known as the Corps of Commissionaires. In the Canadian Parliament, university students of both sexes who are majoring in political science serve as pages in the House of Commons and the Senate. The provincial legislative assemblies in Canada also employ young pages of both sexes.

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The Japanese Diet uses regular government employees of both sexes as messengers. In order to qualify for these positions, they must obtain a sufficient rating on a civil service type examination. In the Federal Republic of Germany, both the upper and lower legislative chambers employ regular government employees as messengers, although they are not required to take an examination.

This report provides a brief history of the congressional page system, as well as a discussion of the selection, salaries, duties, housing, and education of the pages. Miscellaneous facts about pages, such as the first female pages, are also included.

HISTORY

One of the earliest records of pages in the House of Representatives is found in a report issued by a select committee in 1842. This committee was established in the 27th Congress (1841-43) to study the contingent expenses of the House, to determine if there were more House employees than necessary, and to decide if the salaries of House employees should be modified. In its report to the House, the committee provided historical information on the employment of pages:

> From the origin of the present Government, in 1789, to the present time, they [messengers] have been employed under the orders and resolutions of the House, and experience has attested the necessity of their services. The use of boys, or pages, was introduced at a later period; but from the first session of Congress held at the city of Washington [1800], they have continued to be employed by the House. 1/

The report also stated that there were three House pages in the 20th Congress (1827-29), five in the 21st Congress (1829-31), four in the 22d Congress (1831-33), six in the 23d Congress (1833-35), ten in the 24th Congress (1835-37), eighteen in the 25th Congress (1837-39), and twelve in the 26th Congress (1839-41).

The Select Committee recommended that the number of pages should be reduced to eight and fixed by a resolution of the House. If the appointment of pages were to be left to the discretion of the Doorkeeper of the House or of the Committee on Accounts, the select committee perceived that it would be difficult to prevent

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1/ U.S. Congress. House. Select Committee on the Contingent Expenses of the House. Contingent Expenses of the House of Representatives. Report. House Report No. 30, 27th Cong., 2d Sess. p. 6.

the employment of more pages than the business of the House required. It reported that:

> Members frequently take interest in a promising boy, or have their sympathies awakened by his orphan and destitute situation, and press the officer of the House to engage him in this service. Under such circumstances, the Doorkeeper would find it almost impracticable to refuse. Having thus been employed, the Committee on Accounts cannot well decline allowing the ordinary compensation; and in this way, from causes having their origin in the best feelings of the human heart, the expenses of the House are unnecessarily augmented. If the House itself will prescribe the number and adhere to it, the difficulty will be at once obviated. 2/

The select committee also recommended increasing the salaries of the pages from $1.50 to $2 a day and dispensing with the practice of paying them an additional $250 at the end of each session for any extra or overtime work.

Although the Senate employed older messengers from its beginning in 1789, tradition has it that Senators Daniel Webster of Massachusetts and Henry Clay of Kentucky appointed the first Senate page, most likely in 1831. They appointed nine-year-old Grafton Dulany Hanson, a direct descendent of John Hanson of Maryland, president of the Continental Congress. 3/ Grafton Hanson grew up in the office of page, serving over ten years.

When Hanson became too old to continue work as a page, Daniel Webster appointed a second boy, Isaac Bassett. 4/ He was 12 years old when he became a page; but he served the Senate in various capacities for the next 64 years. 5/

2/ Ibid., p. 7-8.

3/ Byrd, Robert C. The Senate Pages. Remarks in the Senate. Congressional Record, Daily Edition, v. 127, Sept. 8, 1980. p. S12212.

4/ Ibid.

5/ Ibid.

Several Members of Congress and officials of the House and Senate began their careers as congressional pages. Former Members of the House include William L. Scott of Pennsylvania; Donald McLean of New Jersey; Compton White of Idaho; Jed Johnson, Jr., of Oklahoma; William Gunter of Florida, Robert Bauman of Maryland, and Jon Hinson of Mississippi. One incumbent Representative and one former Representative, now a Senator, were pages: John D. Dingell, Jr. (D-Mich., 1955-) and David Pryor (D-Ark., House 1966-1973, and Senate 1979-).

Former House officials who were pages are William Donaldson, who served as Superintendent of the Press Gallery; James Griffin, a Deputy Sergeant at Arms; and Harry McGill, former administrative assistant to the Clerk of the House. Current House officials who are former pages include Tommy Winebrenner, minority Doorkeeper and a Republican floor assistant; Ronald Lasch, a Republican floor assistant; and James Oliver, minority chief of pages.

Former Senate officials who were pages include David Berry, who served as Sergeant at Arms; Edwin Halsey, Secretary of the Senate; J. Mark Trice, who served as Secretary for the Majority, Secretary to the Minority, and Secretary of the Senate; Robert G. (Bobby) Baker, former Secretary for the Majority; Robert Hough, who was Superintendent of the Senate Radio-TV Gallery and Deputy Sergeant at Arms; and Walter J. Stewart, former Secretary for the Majority and Secretary to the Minority.

HOUSE PAGES

The House page program is administered by the Doorkeeper, who swears in the pages and under whose direction a majority and minority supervisor of pages bear the responsibility for the service in each cloakroom.

Of the 71 pages serving in the House of Representatives, 59 were appointed by the Democrats (including one page who works exclusively for the Speaker and three who serve as page overseers). There are 12 Republican pages including two pages overseers.

Customarily, Members of the House appoint pages from the areas they represent in Congress. Presently, any Democratic Member who wishes to nominate a page submits a written request to the House (Democratic) Committee on Personnel, composed of five Democrats and chaired in the 97th Congress by Representative Joe Moakley of Massachusetts. If there is a vacancy in the Democratic page group, the committee makes a decision based upon the requesting Member's seniority and his/her present and past use of available patronage positions.

The Republican Personnel Committee, composed of eight Republican Members and chaired in the 97th Congress by Representative John Myers of Indiana, is initially responsible for the selection of the 12 Republican pages. A Republican Member who wishes to nominate a page submits a completed application from each prospective page to the committee. Subsequently, when any vacancies in the Republican page group occur, the committee reviews each applicant's qualifications (including a "B" average, a complete scholastic record, and the submission of an essay on why he/she wishes to become a page), and the sponsoring Member's

seniority and past page appointments. The Republican committee then makes its recommendation for appointment to the party leader. He then forwards his opinion to the House (Democratic) Personnel Committee for their routine approval.

In addition to the above requirements, appointments of pages are approved only after parents or guardians file with the Doorkeeper a written statement assuming full responsibility for the safety, well-being, and supervision of the appointee while he or she is living in the District of Columbia area and travelling to and from the House of Representatives.

House pages range in age from 16 to 18, although no page can be appointed after his/her 18th birthday. In the early Congresses, some pages were as young as 10, 11, and 12; but later, only applicants who were at least 14 and had completed the eighth grade were appointed.

In 1964, the House created a select committee to study the welfare and education of congressional pages. Chaired by Representative Edith Green (D-Ore.), this committee held hearings and issued a report in 1965 recommending that all congressional page appointments be limited to either high school juniors and seniors or college juniors and seniors. 6/ Pursuant to subsequent actions of the House Administration Committee and the House Democratic Patronage Committee, effective January 1966, House page appointments were restricted to 11th and 12th grade students (ages 16 to 18). 7/

6/ U.S. Congress. House. Select Committee on the Welfare and Education of Congressional Pages. Study of the General Welfare and Education of Congressional Pages. Report Under the Authority of H.Res. 847. House Report No. 88-1945, 88th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1965. p. 6-10.

7/ Springer, William C. Congressional Pages: Their Work and Schooling. In We Propose A Modern Congress. New York, McGraw Hill, 1966. p. 183-184.

In 1965, the Joint Committee on the Organization of the Congress recommended that congressional page appointments be limited to those individuals who had completed high school and were not over 21. 8/ The House took no action on this recommendation, although in the 91st Congress, the House Rules Committee reported the Legislative Reorganization Act of 1970 which contained a provision that "No person shall serve as a Senate or House page until he has completed the twelfth grade of school or during any session of Congress which starts after his twenty-second birthday." 9/ However, when the House took up this portion of the bill, which became Public Law 91-510, it voted to keep the existing age limitation of 16 to 18, with the additional requirement that no page shall be appointed to serve during any session of Congress which begins after his 18th birthday. 10/

The tenure of House pages depends not only upon their ages but also upon ability, conduct, academic performance ("C" average in the Capitol Page School for Democratic appointees, "B" average for Republican appointees), and, usually, their sponsor's term in office.

The Speaker's page, who works year round, and the five page overseers are paid at the rate of $11,161 per year, while the other House pages are paid at the rate of $8,423 per year. The salaries, which are subject to taxation,

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8/ U.S. Congress. Joint Committee on the Organization of the Congress. Organization of Congress. Report Pursuant to S. Con. Res. 2. Senate Report No. 89-1414, 89th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1966. p. 51.

9/ U.S. Congress. House. Committee on Rules. Legislative Reorganization Act of 1970. Report to Accompany H.R. 17654. House Report No. 91-1215, 91st Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1970. p. 128.

10/ Congressional Record, v. 116, Sept. 16, 1970. p. 32229-32233.

are expected to cover transportation costs to Washington, living expenses, and uniforms of navy blue suit, white shirt or blouse, black tie and socks (for male pages) and black shoes.

Traditionally, House as well as Senate pages had gone off the payroll during periods of congressional recesses or adjournment. However, a provision in P.L. 97-51, which was enacted on October 1, 1981, gave permanent authorization to allow the pages to remain on the payroll during recesses or adjournment.

SENATE PAGES

The number of Senate pages fluctuates from year to year; and the number appointed by Republicans and Democrats varies depending on which party is in the majority. The Secretary for the Majority administers the page appointments for the Senate Republicans, and the Secretary to the Minority does the same for the Senate Democrats. The Sergeant at Arms places the pages on the Senate payroll, and the Disbursing Office administers their oath of office.

Currently, a Senate page may be appointed at ages 14 through 17 and may continue to serve through age 18; but over the past century the Senate has altered the age requirements of pages several times.

In the 33d Congress (1853-55) the Senate adopted a resolution which stated: "That in no case shall a page be appointed younger than thirteen years, remain in office after the age of seventeen years, or for a longer time than two Congresses or four years." 11/ In the 41st Congress (1869-1871), the Senate changed the ages of its pages and specified an age span of 12 to 16 years. 12/

In the 81st Congress (1949-51), the Senate again changed the ages of its pages and specified: "That in no case shall a page of the Senate be appointed . . . who is younger than 14 years, or remain in office after the age of 17 years, and who has not completed the eighth grade of school." 13/ A Senate resolution

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11/ Congressional Globe, v. 28, July 17, 1854. p. 1766.

12/ Congressional Globe, v. 44, Dec. 6, 1870. p. 18-19.

13/ Congressional Record, v. 95, Jan. 13, 1949. p. 172.

(S. Res. 218) adopted on January 11, 1960, allowed pages enrolled in the page school who attain the age of 17 to serve through the session of the Senate in which the page school year terminates. 14/

In January 1966, the Joint Committee on the Organization of the Congress recommended that the ages of all congressional pages be limited to "persons who have completed their high school education but who are not over the age of 21." 15/ The next year the Senate passed the Legislative Reorganization Act of 1967 (which did not become law) and included a provision changing the ages of congressional pages. That provision stipulated that "No person shall serve as a page of the Senate or House of Representatives before he has completed the twelfth grade . . ., or . . . during any session of the Congress which begins after he has attained the age of twenty-two years." 16/

When the Senate took up the House-passed version of the Legislative Reorganization Act of 1970, it voted to retain 14 as the minimum age at which a Senate page could be appointed, and agreed with the House that no page could be appointed to serve during any session of Congress beginning after his 18th birthday. 17/ The House later accepted the age minimum of 14 for Senate pages, thus setting different minimum age requirements for House and Senate pages. 18/

In 1971, when the Senate Rules and Administration Committee favorably reported a resolution to permit the appointment of female pages in the Senate,

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14/ Congressional Record, v. 106, Jan. 11, 1960. p. 202.

15/ U.S. Congress. Joint Committee on the Organization of the Congress. Organization of Congress. Report pursuant to S.Con. Res. 2. Senate Report No. 89-1414, 89th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1966. p. 51

16/ Congressional Record, v. 112, Mar. 7, 1967. p. 5683.

17/ Congressional Record, v. 116, Oct. 6, 1970. p. 35014-35016.

18/ Congressional Record, v. 116, Oct. 8, 1970. p. 35842.

it recommended that the minimum age of Senate pages should be changed to the same as that of House pages (16). The Rules Committee requested the Senate Government Operations Committee to implement this recommendation as an amendment to the Legislative Reorganization Act of 1970. 19/ The Government Operations Committee agreed to the request and reported such an amendment along with a series of other amendments to the Act. 20/ The amendments passed the Senate on August 6, 1971, 21/ and the House on September 16, 1971. 22/ However on September 23, 1971, Senator Marlow Cook (R-Ky.) introduced a concurrent resolution (S.Con. Res. 42) to delete from the Reorganization Act amendments the section pertaining to the age change for Senate pages. The Senate passed the resolution, 23/ the House concurred, 24/ and the minimum age of Senate pages remained at 14.

In 1973, the Senate again attempted to alter the age requirement for pages when it passed a bill changing the age of all congressional pages to the range 18 to 21. 25/ The purpose of this legislation was to eliminate the need for a

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19/ U.S. Congress. Senate. Committee on Rules and Administration. Appointment of Senate Pages Without Discrimination on Account of Sex. Report to Accompany S. Res. 112. Senate Report No. 92-101, 92d Cong., 1st Sess. Washington, U.S. Govt. Print. Off., 1971. p. 3.

20/ U.S. Congress. Senate. Committee on Government Operations. Amending Section 136 of the Legislative Reorganization Act of 1970. Report to Accompany H.R. 4713. Senate Report No. 92-357, 92d Cong., 1st Sess. Washington, U.S. Govt. Print. Off., 1971. p. 10.

21/ Congressional Record, v. 117, Aug. 6, 1971. p. 30218.

22/ Congressional Record, v. 117, Sept. 16, 1971. p. 32086.

23/ Congressional Record, v. 117, Sept. 23, 1971. p. 33113-33114.

24/ Congressional Record, v. 117, Sept. 28, 1971. p. 33715.

25/ Congressional Record, v. 119, July 12, 1973. p. 23472-23473.

new residential page school (see p. 25, ff). The House, however, took no action on this measure.

In 1975, the Senate created the Commission on the Operation of the Senate to study the organization and operation of the Senate. In its final report, the commission included several recommendations affecting pages. 26/ It recommended either replacing the pages with adult employees working full time or modifying the present system by placing recruitment on a merit basis similar to the practice of the U.S. service academies. In conjunction with the latter proposal, the commission recommended that the minimum age of the Senate pages should be increased to 16, that their terms be limited to one year, that resident supervision be provided, and that their stipend be substantially reduced. However, no subsequent action was taken by the Senate on these recommendations.

The tenure of Senate pages depends not only upon age, but also upon their job ability, academic performance ("C" average in the Capitol Page School), good conduct, and, usually, their sponsors' tenure in office. Senate pages, as their House counterparts, are required to serve for not less than two months (pursuant to the Legislative Reorganization Act of 1970).

Senate pages are paid at the rate of $9,090 per year. Their salaries are expected to cover transportation costs to Washington, living expenses, and uniforms (which are the same as those for House pages). As was true with the House pages, Senate pages have not usually been paid during periods of congressional recesses or adjournment. However, P.L. 97-51, providing for

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26/ U.S. Congress. Senate. Commission on the Operation of the Senate. Final Report. Senate Document No. 94-278, 94th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1976. p. 78.

continuing appropriations for fiscal 1982, gave permanent authorization for the pages to remain on the Senate payroll during those periods when Congress or the Senate are not in session.

DUTIES

The duties of the pages of both Houses have changed considerably over the years. Today Members no longer have ink boxes for them to fill, nor sand shakers to blot the ink, nor are there lamps on the walls of the Chambers that must be filled with oil, nor are candles needed on Members' desks for lighting during night sessions. With the advent of modern conveniences, there are no longer stoves in the Chambers that need to be filled with wood during the winter months. Moreover, before telephones and motor vehicles were invented, there were horse-mounted "riding pages" who delivered urgent letters to the Executive Departments. Also no longer needed are "telegraph pages" who rode bicycles to deliver and dispatch telegrams to and from individual Members.

Today, the pages of both Houses still serve principally as messengers. However, now they carry documents, messages, and letters only between the House and Senate, Members' offices, committees, and the Library of Congress. They also prepare the House and Senate Chambers for each days' business by distributing the Congressional Record and copies of documents that are to be considered that day. After school each day (at approximately 9:45 a.m. unless there is an early session of either House), the pages report to the House and Senate cloakrooms to which they have been assigned.

HOUSE PAGES

Pages normally serve the Members of their sponsors' party. However, since there are only 12 pages to assist the 191 House Republicans, some of the

Democratic pages assist the Republican Members. In the House there are bench pages, floor pages, documentarian pages, cloakroom pages, five page overseers, and one page who works exclusively for the Speaker of the House.

Bench pages, the most numerous, are usually seen on the House floor and running errands between the offices of Members and committees. Their first job each day is to place the previous day's Record in a folder under each of the Members' seats in the House chamber and to remove the oldest copy of the Record so that each Representative will always have a current one-week file. When the House convenes, these pages sit on benches at the rear of the House Chamber waiting to assist the Members, who sit in unassigned chairs throughout the Chamber. The Representatives summon these pages through a switchboard lighting system by pushing one of the buttons located between each of the seats. This activates one of two switchboards at either end of the room and alerts the pages to the location of the Members needing assistance. A different red light signifies the Speaker's request for a page.

Floor pages also assist Members on the House floor, run errands in the Capitol, and occasionally help with extra work in the Doorkeeper's office.

Documentarian pages check each day with the Speaker's office to find out which bills are scheduled for debate and they consult the Parliamentarian of the House to determine if there are any schedule changes. They pick up the necessary documents (reports, bills, hearings, etc.) from the House Document Room and from the various House committees and distribute them on the House floor. They are responsible for raising the American flag on the roof of the House to signify that the House is in session, and they must keep track of legislative procedures at all times. They ring the bells for votes, quorum calls, recesses, and other necessary signals--even a six-bell warning in case of some civil defense emergency.

The cloakroom pages are stationed in the Democratic and Republican cloakrooms adjacent to the House Chamber. Their main responsibility is to make and take telephone calls for the Members. These pages must recognize all Representatives of their party in order to deliver messages or summon them to the telephone. Those Democratic pages who are asked to assist in the Republican cloakroom must be able to recognize Representatives of both parties.

The page overseers answer the page telephones, receiving and dispatching the deliveries between Members' offices. They are also responsible for the work done by the bench and floor pages. The Speaker's page, who also works in the Speaker's office when the House is not in session, has numerous responsibilities including escorting the Speaker to the House floor when his presence is required, e.g., for a vote, or to issue a parliamentary ruling.

SENATE PAGES

Senate pages perform duties similar to those of House pages, although they normally serve only the Senators in their sponsors' party. They are not categorized by function; all pages do whatever is needed. A typical day for a Senate page begins with placing the latest Congressional Record, calendar of business, and bills, resolutions, reports, and other documents that are scheduled before the Senate on the individually assigned desks of each Senator. The pages then return to their respective cloakrooms to assist with incoming telephone calls or to begin various errands.

When the Senate convenes, the pages sit on the rostrum steps facing the Senators and wait to be summoned for assistance. There is no electronic switchboard system by which Senators can alert the pages. Instead a Senator summons a page by a nod of the head, a snap of the fingers, or hand motions.

Senate pages ensure that the chamber microphones available for Senators are working. They deliver messages, and even furnish Senators water upon request.

One of the Senate pages' special duties only occurs every four years when they take part in the ceremony of counting the electoral ballots after a Presidential election. Two pages, one from each party, carry the wooden boxes containing the ballots from the Senate to the House Chamber where the votes are tallied.

HOUSING

Since there is no supervised housing for congressional pages, most of those who are not from the Washington, D.C., area live in boarding houses or hotels near Capitol Hill. Although each page is responsible for finding a place to live, the House Doorkeeper, the Senate Sergeant at Arms, the principal of the Capitol Page School, and the pages' sponsors all assist in locating housing.

In early Congresses, most of the pages were from the Washington area and housing was seldom a problem since these pages could live at home. 27/ However, after Representatives and Senators began appointing pages from their home States and districts, concern for their housing, safety, and off-duty independence developed. In 1943, Representative Alfred Elliott (D-Calif.) introduced legislation to provide for the acquisition and maintenance of suitable accommodations for the pages. Hearings were held on the proposal which received support from Members of Congress as well as the House Doorkeeper and the Senate Sergeant at Arms. However, the measure never reached the House floor. 28/ Representative Elliott introduced similar legislation several times, but no action was ever taken by the House.

27/ U.S. Congress. Senate. Committee on Public Works. Residence for the Capitol Pages. Report to Accompany S. 1847. Senate Report No. 88-1156, 88th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1964. p. 3.

28/ U.S. Congress. House. Committee on Public Buildings and Grounds. To Provide for Acquisition and Maintenance of Suitable Accommodations for Capitol Pages. Hearings on H.R. 2909, 78th Cong., 1st Sess., Oct. 12, 1943. Washington, U.S. Govt. Print. Off., 1943. 28p.

From the mid 1940s to recent years, numerous bills have been introduced in both Houses advocating a single building to house and educate the pages. Representative Charles Bennett (D-Fla.) and Senator Olin Johnston (D-S.C.) were two Members active in trying to establish a residence for the pages. 29/

In 1963, Senator Ralph Yarborough (D-Tex.) introduced legislation calling for a residential page school. The Senate Public Works Committee reported the measure, but it was never taken up by the Senate. 30/

In September 1964, the House created a select committee to conduct a study and investigation of all factors relating to the general welfare and education of congressional pages. 31/ Chaired by Representative Edith Green (D-Ore.), the committee was known as the Select Committee on the Welfare and Education of Congressional Pages. It held hearings in December 1964 during which the need for housing for the pages was discussed and reports were presented on the desirability of various locations near Capitiol Hill for a residential page school. 32/

29/ In the 96th Congress Representative Bennett introduced H.Res. 300 authorizing the House Administration Committee to acquire a suitable residence to be maintained as a home for pages employed by the House of Representatives. That measure received no action, and he subsequently introduced a similar measure (H.Res. 15) in the 97th Congress which has thus far received no action.

30/ U.S. Congress. Senate. Committee on Public Works. Residence for the Capitol Pages. Report to Accompany S. 1847. Senate Report No. 88-1156, 88th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1964. 8p.

31/ Congressional Record, v. 110, Sept. 30, 1965. p. 23187-23188.

32/ U.S. Congress. House. Select Committee on the Welfare and Education of Congressional Pages. Congressional Page System. Hearings pursuant to H.Res. 847, 88th Cong., 2d Sess., Dec. 17, 1964. Washington, U.S. Govt. Print. Off., 1965. 59p.

In its report, the committee recommended the construction of a residential page school or the appointment of college juniors and seniors to alleviate the need for such a facility. 33/

The issue of a residential page school arose again in 1965 during hearings before the Joint Committee on the Organization of the Congress. 34/ However, the joint committee recommended the appointment of college-age pages to eliminate the need for such a building. 35/

Section 492 of the Legislative Reorganization Act of 1970 (P.L. 91-510) contained an authorization for the Architect of the Capitol, under joint supervision of the Senate and House Office Building Commissions, to acquire property in the vicinity of the U.S. Capitol grounds for the purpose of constructing a building containing dormitory and classroom facilities for congressional and Supreme Court pages. It designated the facility the John W. McCormack Residential Page School in honor of Speaker of the House John W. McCormack.

Subsequently, in the Supplemental Appropriations Act of 1971 (P.L. 91-665), $50,000 was appropriated to enable the Architect of the Capitol to develop studies and prepare preliminary plans and cost estimates for acquisition of a site and construction of suitable dormitory, classroom, and related facilities

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33/ U.S. Congress. House. Select Committee on the Welfare and Education of Congressional Pages. Study of the General Welfare and Education of Congressional Pages. Report Under the Authority of H.Res. 847. House Report No. 88-1845, 88th Cong. 2d Sess. Washington, U.S. Govt. Print. Off., 1965. p. 8-9.

34/ U.S. Congress. Joint Committee on the Organization of the Congress. Organization of the Congress. Hearings, 89th Cong., 1st Sess., May 17, 1965, and Sept. 22, 1965. Washington, U.S. Govt. Print. Off., 1965. p. 246 and 248.

35/ U.S. Congress. Joint Committee on the Organization of the Congress. Organization of Congress. Report Pursuant to S. Con. Res. 2. Senate Report No. 89-1414, 89th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1966. p. 51.

tor the pages, all within the mandate of the Legislative Reorganization Act of 1970.

In the Supplemental Appropriations Act of 1973 (P.L. 92-607), $1,450,000 was appropriated to enable the Architect of the Capitol to acquire the property known as the "Providence Hospital site" (bounded by 2d, 3d, D, and E Streets, S.E.) for the John W. McCormack Residential Page School subject to the approval of the Senate and House Office Building Commissions. The House Office Building Commission later approved the site for construction of the residential page school but the Senate Office Building Commission never did. Nevertheless, the Congress did acquire the property.

Today, the entire matter of a residential page school is in abeyance. A portion of the $50,000 appropriated in 1971 for the Architect of the Capitol to develop preliminary plans for a residential page school was spent; but the remainder was returned to the U.S. Treasury. Subsequently, the Providence Hospital site was converted into a neighborhood park, after unsuccessful attempts in the House to appropriate money in the 1978 Legislative Branch Appropriations bill to convert the property into a temporary parking lot. 36/

36/ Congressional Record, v. 123, June 29, 1977. p. 21374 and 21402.

EDUCATION

Before 1925, Congressional pages were not required by law to attend school. In that year, Congress passed the Compulsory Attendance Act for the District of Columbia, which raised from 12 to 14 the minimum age at which a boy could quit school and go to work. According to author Bill Severn in Democracy's Messengers, the new law affected many of the younger pages who could not be employed unless they were receiving instruction in a school or from a tutor for a stipulated number of hours each week. 37/ However, the pages' congressional duties prevented them from regularly attending scheduled schools in the District of Columbia.

According to Severn, Bert Kennedy, the Doorkeeper of the House, decided to set up a private school for the pages, who would have to pay their own tuition since Congress had appropriated no funds for their education. Kennedy arranged the use of a basement room in the Capitol where there was only one person in charge of the school and educating the pages. This school continued from 1926 until 1929.

From 1929 to 1931, the Devitt Preparatory School took charge of educating the pages. Arrangements were made to transport the pages by bus from the Capitol to the school before and after daily sessions of Congress. This arrangement, however, proved to be impractical.

37/ Severn, Bill. Democracy's Messengers: the Capitol Pages. New York, Hawthorn Books, 1975. p. 107-118.

The school in the Capitol basement was revived in 1931 by the chairman of the House Patronage Committee, Representative James McClintic (D-Okla.), and a young schoolteacher, Ernest Kendall, who later became its principal. During its first five years, the school operated only during the time Congress was in session, offering a curriculum approved by the District of Columbia School Board. By 1937, there were five classrooms in the Capitol basement.

Senator Harold Burton (R-Ohio) in testimony before the Joint Committee on the Organization of Congress in 1945 described the poor conditions of the page school in the Capitol:

> It is only with in the past dozen years or so that there has been an organized page school. . . . It is not authorized by Congress or operated by Congress and that is all. It is a private school run by Ernest Kendall, who has been running a tutorship for these boys. . . . He charges $15 a month, each of the pupils pay, and they get an organized education out of it. It comes under the jurisdiction of the Superintendent of the Schools of the District, but when I ran into it about the second year I was here, I ran into it in a purely incidental matter. . . . I visted the school a couple of years ago, and found it housed in the most disreputable and unsuitable conditions. Dickens' Do-the-boys school had nothing on it at all. It was under the terrace of the Capitol Building, looking west. The room that the elementary boys used was one that the newspapermen used for a card and smoking room.
>
> The main room was at the center of the Capitol. There were desks, but water dripping from the ceiling onto the desks, and the plaster was falling down. A piece that had fallen had recently just missed a boy. There were no blackboards in the room, and there was no adequate lighting. The whole place looked as disreputable as it could be.
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> . . . they have no laboratory, no library, nor any modern school facilities at all. 38/

38/ U.S. Congress. Joint Committee on the Organization of Congress. Organization of Congress. Hearings, Pursuant to H.Con. Res. 18, 79th Cong., 1st Sess., June 15, 1945. Washington, U.S. Govt. Print. Off., 1945. p. 815-817.

When the Joint Committee issued its report, it recommended improved schooling and housing facilities, as well as supervision for the pages. 39/ As a result, Congress included provisions for tuition-free education of pages in the Legislative Reorganization Act of 1946 (Public Law 601, 79th Congress). It directed the Secretary of the Senate and the Clerk of the House to enter into an arrangement with the Board of Education of the District of Columbia for the education of the pages in the public school system of Washington. It also authorized the appropriation of funds to reimburse the District of Columbia for any additional expenses incurred by its public schools in carrying out the arrangement. The pages were also permitted to attend a private or parochial school of their choice, provided that such school would be reimbursed only in the same amount as if the pages were attending a public school in Washington.

Pursuant to the Reorganization Act, plans were made to set up the Capitol Page School in the Library of Congress and to have its staff provided and paid by the Board of Education of the District of Columbia. From 1947 to 1949, before space was available in the Library, the pages were bused to the YMCA in downtown Washington for classes. Since 1949 the school has been housed on the third floor of the Library of Congress' Thomas Jefferson Building.

The Capitol Page School consists of six teachers, a principal, who doubles as a counselor, an administrative assistant, and a part-time basketball coach, all of whom are employed by the District of Columbia School system. The school follows the calendar of the public schools of the District of Columbia and is

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39/ U.S. Congress. Joint Committee on the Organization of Congress. Organization of Congress. Report Pursuant to H. Con. Res. 18. House Report No. 79-1675, 79th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1946. p. 32-33.

in session from September until June. Close liaison is maintained between the pages' home schools and the Capitol Page School.

The students attend four or five 45-minute classes five days a week beginning at 6:15 A.M. This four-year high school has been accredited by the Middle States Association of Colleges and Secondary Schools, and its curriculum is geared towards college preparation, since most pages later attend a college or university. The courses offered include social sciences, English, foreign languages, physics, business education, mathematics, and music appreciation. Chemistry is excluded because the Library of Congress forbids courses which might be hazardous to its books and archives.

There is a basketball team which competes against public and private schools in the area, a parent-teachers club, a yearbook, a school newspaper, an active student council, and social and extra-curricular activities such as dinners and dances.

In the 94th Congress, the House Education and Labor Subcommittee on Elementary, Secondary, and Vocational Education, chaired by Representative William Lehman (D-Fla.), held oversight hearings on the Capitol Page School as part of a study of the school that was conducted by the Education and Labor Committee. 40/ In a draft staff report following the hearings, Congress was urged to consider several reforms including changes in administration of the school by the D.C. Board of Education and the building of a residential page school. 41/ A final report of the subcommittee was never issued.

40/ U.S. Congress. House. Committee on Education and Labor. Subcommittee on Elementary, Secondary, and Vocational Education. Oversight Hearings on the Capitol Page School. Hearings, 94th Cong., 2d Sess., Sept. 22-23, 1976. Washington, U.S. Govt. Print. Off., 1976. 141p.

41/ Eisen, Jack. Panel Report Calls for Reform At School for Capitol Pages. Washington Post, June 18, 1977. p. D2.

However, that same year, the House Appropriations Committee, noting the Education and Labor Committee study, urged that the appropriate officials and committees of both the House and Senate "aggressively pursue the development of an adequate mechanism that will insure quality education. . . ." 42/

The next year, the Appropriations Committees of both the House and Senate, requested the Comptroller General (General Accounting Office) to initiate a review of the Capitol Page School to determine whether the educational and other services provided were consistent with the contract between the Congress and the D.C. Board of Education and consistent with the appropriations made as reimbursements to the board. The committees also requested that the Comptroller General identify what deficiencies, if any, existed in the supplies, facilities, administration, and course of study at the school. 43/

The Comptroller General's report was submitted to Congress in April 1979. 44/ Among his recommendations were several for better oversight of the Capitol Page School including a formal arrangement between the D.C. Board of Education, the Clerk of the House, and the Secretary of the Senate for educating the pages. Previous arrangements had been informal. Now written contracts are negotiated with the Board of Education for each academic year.

42/ U.S. Congress. House. Committee on Appropriations. Legislative Branch Appropriation Bill, 1978. Report to Accompany H.R. 7932. House Report No. 95-450, 95th Cong., 1st Sess. Washington, U.S. Govt. Print. Off., 1977. p. 22.

43/ U.S. Congress. House. Committee on Appropriations. Legislative Branch Appropriation Bill, 1979. Report to Accompany H.R. 12935. House Report No. 95-1254, 95th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1978. p. 18.
U.S. Congress. Senate. Committee on Appropriations. Legislative Branch Appropriations, 1979. Report to Accompany H.R. 12935. Senate Report No. 95-1024, 95th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1978. p. 37.

44/ U.S. General Accounting Office. Improvements Recommended for Better Oversight of the Capitol Page School; Report to the Congress by the Comptroller General of the United States. B-192655, April 26, 1979. Washington, 1979. 33p.

GAO also recommended that the Board of Education provide periodic reports on problems, accomplishments, and recommendations for improving school operations and page performance to help congressional overseers better evaluate the school operations. Moreover, it reported a Department of Health, Education, and Welfare suggestion that pages be given one-year appointments provide optimum experience in learning the legislative process and to provide Congress with adequate page service. This would also permit the Page School to improve the instructional program and provide a more regular schedule for a more stable student body.

In recent years there have been other suggestions to improve the education and schooling for the pages, but none have received any congressional action. In the 96th Congress, Representative Paul Simon (D-Ill.) introduced H.R. 1609, creating a Capitol Page School Board to establish and maintain a school for the education of the pages and to establish the educational policy of such a school. Also in the 96th Congress, Representative Frank Annunzio (D-Ill.) introduced H.R. 7999, proposing the establishment of a Capitol Page School Board to develop and implement a comprehensive policy for supervision, housing, and education of pages, and to oversee residential and educational facilities for them. His bill called for such a Board to consist of the Secretary and Sergeant at Arms of the Senate, the Clerk and Doorkeeper of the House, and the Architect of the Capitol.

FEMALE AND MINORITY PAGES

Before the appointment of female and minority group pages became a reality, recommendations had been made in the House and Senate that all pages should be selected without regard to race, religion, or sex. In its report to the House in 1965, the Select Committee on the Welfare and Education of Pages made such a recommendation. 45/ Testifying before the Joint Committee on the Organization of Congress in 1965, Representative William Springer (R-Ill.) recommended the appointment of college-age pages of both sexes. 46/ Senator Stephen Young (D-Ohio) introduced similar legislation in the 89th through 91st Congresses.

Senator Jacob Javits (R-N.Y.) appointed the first black congressional page when he selected Lawrence Bradford, Jr., who assumed his duties on April 13, 1965. 47/ The first black House page, appointed by Representative Paul Findley (D-Ill.), was sworn in the next day. 48/ Senator Javits also appointed

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45/ U.S. Congress. House. Select Committee on the Welfare and Education of Congressional Pages. Study of the General Welfare and Education of Congressional Pages. Report Under the Authority of H. Res. 847. House Report No. 88-1845, 88th Cong., 2d Sess. Washington, U.S. Govt. Print. Off., 1965. p. 6 and 9.

46/ U.S. Congress. Joint Committee on the Organization of Congress. Organization of Congress. Hearings, 89th Cong., 1st Sess., May 17, 1965. Washington, U.S. Govt. Print. Off., 1965. p. 244-246.

47/ Pioneer Senate Page. New York Times, Apr. 14, 1965. p. 26.

48/ House Gets Its First Negro Page. New York Times, Apr. 15, 1965. p. 17.

the first page of Puerto Rican descent, John Lopez, who was sworn in on March 28, 1966. 49/

The first female page was Gene Cox, daughter of Representative Eugene Cox (D-Ga.), who served as her father's personal aid for three hours on the opening day of the 76th Congress, January 3, 1939. 50/ She was paid $4 for her temporary services which caused no controversies. However, some 31 years later when Senator Javits nominated the first female Senate page, there was considerable debate.

On February 4, 1970, Senator Javits wrote Senate Sergeant at Arms Robert Dunphy asking for a review and explanation of the existing policy of excluding female pages. 51/ Mr. Dunphy replied citing with a number of practical questions, but conceded that there were no statuatory prohibitions to prevent girls from serving as pages. Senator Javits then contacted Secretary to the Minority J. Mark Trice and asked him to review the question. Trice's reply included practical and legal questions; and a concession that, in the absence of Senate action, the Senate Rules and Administration had the authority to interpret all aspects of the term "pages." After discussing the matter with the Republican leadership and the Republican Conference, on November 23, 1970, Senator Javits requested a ruling by the Senate Rules Committee.

49/ Puerto Rican Youth Named Senate Page. Christian Science Monitor, Mar. 30, 1966. p. 14.

50/ Girl, 13, House Page for a Day. New York Times, Jan. 4, 1939. p. 10.

51/ U.S. Congress. Senate. Committee on Rules and Administration. Ad Hoc Subcommittee to Consider the Appointment of Female Pages. Appointment of Senate Female Pages. Hearing, 92d Cong., 1st Sess., March 4, 1971. Washington, U.S. Govt. Print. Off., 1971. p. 507.

On December 10, 1970, Senator Javits selected Paulette Desell to fill his page vacancy. 52/ However, the Sergeant at Arms, who had the responsibility for swearing in the pages would not administer the oath, citing his lack of authority to change Senate precedents and policies on the appointment of female pages. 53/ He stated that he would not accept such appointment without the approval of the Senate Rules Committee. 54/

After Senators Fred Harris (D-Okla.) and Charles Percy (R-Ill.) also nominated female pages, the Rules Committee created the Ad Hoc Subcommittee to Consider the Appointment of Female Pages which was chaired by Senator Howard Cannon. The Subcommittee held a hearing on March 4, 1971, receiving testimony from the three Senators who had appointed female pages, the Sergeant at Arms, the chief of the Capitol Police, and the principal of the Capitol Page School. 55/ At the hearing, they discussed the various factors that had discouraged the appointment of female pages: the heavy materials carried by pages, the long working hours, the physical facilities of the Senate Chamber and cloakrooms (the problem of a female page having to summon a Senator from one of the washrooms), the lack of supervised housing, and the crime rate in Washington.

On May 3, 1971, Senator Javits introduced S. Res. 112, cosponsored by 23 Senators, which declared: "That no individual shall be denied appointment

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52/ Madden, Richard L. A Feminine Touch Looms Among the Senate Pages. New York Times, Dec. 11, 1970. p. 62.

53/ Girl Senate Page. Washington Post, Dec. 20, 1970. p. B3.

54/ U.S. Congress. Senate. Committee on Rules and Administration. Ad Hoc Subcommittee to Consider the Appointment of Female Pages. Appointment of Female Pages. Hearing, 92d Cong., 1st Sess., Mar. 4, 1971. Washington, U.S. Govt. Print. Off., 1971. p. 7.

55/ Ibid. 47p.

as a Senate page solely on the basis of sex." The Rules Committee subsequently adopted the favorable report of its ad hoc subcommittee and reported an amended version of S. Res. 112. 56/

During floor debate on S.Res. 112, opponents objected to it on three grounds: the long hours and hard work of a Senate page, safety problems resulting from lack of parental supervision or a page dormitory, and the special treatment accorded female pages. Supporters of the resolution argued that female youths should have an equal opportunity to share in the lifelong benefits of experience as a Senate page and that the Senate, which passed the Civil Rights Act of 1964, should practice non-discrimination in its hiring.

The resolution passed by voice vote after it was amended to require the Sergeant at Arms to promulgate regulations stipulating that no Senator could appoint a female page until such Senator had filed a written statement with the Sergeant at Arms assuming responsibility for her safe transportation between the Senate and her place of local abode and for her safety, well-being, and strict supervision while she was in her place of local abode. 57/

The following day, May 14, 1971, Paulette Desell, appointed by Senator Javits and Ellen McConnell, appointed by Senator Percy, were sworn in as the first Senate female pages. Subsequently, Julie Price, appointed by Senator Harris, became a page.

56/ U.S. Congress. Senate. Committee on Rules and Administration. Appointment of Senate Pages Without Discrimination on Account of Sex. Report to Acccompany S. Res. 112. Senate Report No. 92-101, 92d Cong., 1st Sess. Washington, U.S. Govt. Print. Off., 1971. 4p.

57/ Congressional Record, v. 117, May 13, 1971. p. 14881-14885.

During the 96th Congress, Senator William Proxmire (D-Wisc.) introduced a resolution to amend S. Res. 112, 92d Congress. He wanted to remove the restrictions and conditions for appointing female pages, in part, because of the impracticalities of Senators trying to supervise the female pages whom they appoint. The Senate Rules Committee favorably reported the resolution, but recommended that S. Res. 112 be repealed because Senate Rule 42 (adopted in 1977) bars employment discrimination in the Senate on the basis of race, color, religion, sex, national origin, age, or state of physical handicap. 58/ Subsequently, Senator Proxmire's resolution, as amended to repeal S. Res. 112, was adopted by voice vote on May 14, 1979. 59/

Formal approval of the appointment of female pages in the House came in 1972. On February 23, 1972, Representative Edward Koch (D-N.Y.) wrote a letter to House Speaker Carl Albert in which he raised the question of changing the House practices in order to permit the employment of female pages. 60/ The Speaker replied that, although he supported the idea of equal employment for women and had no prejudices against hiring female pages in the House, he was concerned about their safety and lack of housing. 61/ He further mentioned that all page applicants had to meet the existing standards of excellence and character, as well as the approval of the House (Democratic) Patronage Committee.

58/ U.S. Congress. Senate. Committee on Rules and Administration. Repealing Senate Resolution 112, 92d Congress. Report to Accompany S. Res. 119. Senate Report No. 96-122, 96th Cong., 1st Sess. Washington, U.S. Govt. Print. Off., 1979. 3p.

59/ Congressional Record, Daily Edition, v. 125, May 14, 1979. p. S5722.

60/ Congressional Record, v. 118, Feb. 28, 1972. p. 5729.

61/ Ibid.

In April 1972, Representative Richard Shoup (R-Mont.) sent the name of Kathi Dayton to House Republican Leader Gerald Ford for appointment as a page, 62/ although no action was taken on this nomination. Subsequently, on April 19, 1972, the House (Democratic) Committee on Personnel and Patronage approved the appointment of female pages effective at the beginning of the 93d Congress (1973). 63/

Finally, on May 14, 1973, Speaker Albert appointed Felda Looper as the successor to Gene Cox who had served as the first female House page 34 years earlier. 64/ Representative William Clay (D-Mo.) appointed the first female Black page, Charlotte King, two months later. 65/ In 1974 Representative Dominick Daniel (D-N.J.) appointed the first female Hispanic page, Siglinda Sanchez. 66/ The first female Speaker's page was chosen during the 97th Congress. Polly Padden was selected from among the other House pages on the basis of academic performance and achievement to serve the Speaker of the House, Thomas P. O'Neill.

62/ Girl, 17, Is Nominated for House Page Job. Evening Star, Apr. 1, 1972. p. 1.

63/ U.S. Congress. House. Committee on Personnel and Patronage. House Personnel Committee Approves Female Pages in 1973. Press Release, 92d Cong., 2d Sess. 2p.

64/ The Speaker and Pages. Washington Post, May 15, 1973. p. B3.

65/ Chapman, Clarissa. New House Page Finds First Day "Real Exciting." Washington Afro American, July 14, 1973. p. 1.

66/ Roll Call, February 10, 1974. p. 5.

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